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	educational improvements		

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Noting that the welfare of individual citizens as well as the welfare of the city, tate, and Nation demands that the vicious cycle of insufficient educational opportunities, nemployment, and poverty be broken, the board of education of New York City proposed a ive year emergency program for quality education. The program includes plans for the elimination of part-time instruction, the reduction of class size, and a general expansion of educational improvements. Specific areas of need demanding greatest expansion are a five ear basic school construction program, additional space for high school pupils n special schedules, additional space for reduction in class size, additional space for xpansion of the "Most Effective Schools" program, additional space for expansion of the rekindergarten program, and additional space for guidance and auxiliary sciences. A arallel expansion is planned in operating expense budgets.

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NEW YORK--NEW YORK CITY

ED002039

A FIVE-YEAR CRASH PROGRAM FOR QUALITY EDUCATION

An Attack on Unemployment and Poverty Through Improved Educational Opportunity

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U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
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BOARD OF EDUCATION OF THE CITY OF NEW YORK

October 22, 1964

Office of Education-EEOP
Research and Materials Branch

Bennett O. Stalvey

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A FIVE-YEAR CRASH PROGRAM FOR QUALITY EDUCATION

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BOARD OF EDUCATION
OF THE CITY OF NEW YORK
110 Livingston Street
Brooklyn, N.Y. 11201

JAMES B. DONOVAN
President

22 October 1964

Dear Mr. Shriver:

Please refer to our discussion last Spring concerning the relationship between this Board and the Government of the United States. On behalf of the Board of Education of the City of New York permit me to extend a cordial invitation to you, as a representative of the President of the United States, to confer with the Members of the Board at your earliest possible convenience, in order that we may present an outline of the basic problems which confront this school system (the largest in the world) and an emergency remedial program in which the United States Government will be asked to participate.

The Board of Education of the City of New York is an autonomous state agency which reports to the Commissioner of Education in Albany. This year it is responsible for the education of almost 1,100,000 children, with a faculty of almost 46,000 teachers. Its budget for the current year consists of $181,891,063 in capital expenditures and $910,232,298 for necessary operating expenses. Of these total sums, $818,220,653 is being contributed by the City of New York; $269,324,558 by the State of New York; and only $4,578,150 by the United States Government.

The problems of our school system are unique. This is not solely because of the system's magnitude. In great areas of New York City, our citizens live in utter poverty, with widespread unemployment and indescribably poor housing. These conditions are directly related to the problems of our school system and the youth we seek to educate. Since World War II, over 800,000 of the more fortunate white population have moved from New York City to surrounding suburbs in New York, New Jersey and Connecticut. Meanwhile, we have had an influx in our city of over 700,000 Puerto Ricans and Negroes from the rural South. All are United States citizens and of course are welcome in New York City, traditionally the haven of the oppressed seeking a better life. However, it is most unfair to expect this community to bear the full cost of the impact of this great migration of United States citizens, without substantial assistance from the United States Government.

From 1944 to 1964 the total budget of the Board of Education rose almost 600%, from $134,000,000 to $910,000,000. During the same period, contributions from the State and the United States Government (the latter in relatively small amounts) have grown approximately 500%, from $44,702,000 to $273,000,000. At the same time the total budget of the City of New York increased only 350%, from $737,000,000 to $3,354,000,000 and the assessed

valuation of real estate rose less than 100% from $15,000,000,000 to $29,000,000,000. Contributions by the City of New York thus not only have become disproportionately larger but the impact on the economy of the city has also become disproportionate. The cost of public education for the local taxpayer has accordingly become most severe.

For almost three years I have urged, to no avail, a Constitutional Convention in the State of New York to consider these and related problems. We have not had a Constitutional Convention in this state in over a quarter of a century. However, I now have concluded that the problem is too urgent to await such a step.

While our school system has made tremendous strides during the past three years, there is little hope for the future unless we devise a crash program now to aid all the youth in New York City, especially the under-privileged, not only by affording them the finest education which a free society can provide but also by increasing employment opportunities among our graduates, their parents and their neighbors. Such a program is enclosed.

This five-year program may appear to be costly, requiring a Federal grant to this Board of almost $1,500,000,000. However, it is not only reasonable and necessary for our New York residents, but it is modest when compared with U.S. foreign aid programs during the past five years. May I also suggest that a comparison be made between the total tax revenues derived from New York by the Federal Government and Federal expenditures in this area especially as compared with other cities and states in the Union. New York cannot continue to finance Federal projects in other areas, both at home and abroad, while neglecting the needs of its own residents. We realize that other communities have justifiable claims for Federal aid but we urge that for all our stated reasons this community warrants first priority in dealing with the greatest domestic problem confronting the nation.

While contributions should be made to the financing of this program by both the City of New York and the State of New York - as indicated in the enclosed program - it is essential that the U.S. Government recognize the unique claims of New York City and the extent to which educational plans for our youth are inextricably linked to the poverty conditions which prevail among great segments of our population. If funds can be made available by the U.S. Government directly to this Board of Education, the Board will be enabled to embark on this carefully planned educational program in such manner as will assure fair employment opportunities for our graduates and their parents, tens of thousands of whom are now frustrated in their desire for gainful employment. The construction program alone will provide jobs for vast numbers of citizens now unemployed.

The object of this invitation to you is to ascertain the possibility of presenting this program to The Congress during its coming session, on an emergency basis. The Board intends to ask the New York Congressional delegation, regardless of party affiliation, to support the urgent needs of this community.

Sincerely yours,

/s/ JAMES B. DONOVAN

Mr. Sargent Shriver
Director
Anti-Poverty Program
The White House
Washington 25, D.C.

A FIVE-YEAR CRASH PROGRAM FOR QUALITY EDUCATION

An Attack on Unemployment and Poverty Through Improved Educational Opportunity

The welfare of our individual citizens as well as that of our city, state and nation, demands that the vicious cycle of insufficient educational opportunities, unemployment and poverty must be broken as quickly as possible. The Board of Education of the City of New York proposes to break this vicious cycle with a five-year emergency program for quality education. This program includes the elimination of short-time instruction and undersirable special schedules, the reduction of class size, and expansion of educational improvements like the More Effective School program, pre-Kindergarten classes, and guidance and other auxiliary services.

A massive and accelerated school building program and the provision of large numbers of additional professional personnel and instructional material are essential to the attainment of these objectives. A realistic appraisal of the ability of the city and the state to support such a program indicates the need for the federal government to join as a full-fledged partner in providing the resources for its fulfillment.

The following program provides an overview of (A) a proposed five-year acceleration of the Board of Education's ten-year Basic Construction Schedule to meet minimal space needs, together with proposed additional construction to provide space required for elimination of short-time instruction, reduction of class size, and other improvements to achieve quality education and (B) a proposed parallel expansion of personnel and other services required to staff and maintain these new schools and to provide the kind of education so urgently needed in the City of New York to meet its many and unique problems especially those created by the vast migration of culturally disadvantaged citizens from other parts of the United States.

A. Proposed Five-Year School Construction Crash Program

The Proposed Five-Year School Construction Crash Program is a plan to accelerate the Board of Education's ten-year construction schedule. Implementation of this plan will cost a total of $2,130,000 during the five-year period. On the basis of the continuation of the most recent capital budget appropriations, the city is expected to contribute $900,000,000 during this same period. Therefore, the program will require additional funds of $1,230,000,000 over the five-year period to be obtained from federal sources.

The categories of needs considered most significant in the expansion of the quality education program for the pupils of New York City are as follows:

1. Five-Year Basic School Construction Program

2. Additional Space for Relief of High School Pupils on Special Schedules

3. Additional Space for Reduction in Class Size

4. Additional Space for Expansion of the "Most Effective Schools" Program

5. Additional Space for Expansion of Pre-Kindergarten Program

6. Additional Space for the Expansion of Guidance and Auxiliary Services

Each category is described in detail below.

1. Five-Year Basic School Construction Program

The Basic School Construction Program will provide for 300 new projects in addition to the completion of the 33 projects now in the capital budget for construction. These new projects will include 214 elementary schools, 43 junior high schools and 43 senior high schools.

In the Board of Education's existing long-range program, these projects are presently scheduled to be completed over a ten-year period. The Proposed Five-Year Basic School Construction Program will provide 144,000 seats; 86,500 of these seats are for replacement of those in obsolete buildings; 57,500 are for the elimination of short-time instruction and for increased enrollment.

The table below indicates the cost factors involved in the Proposed Five-Year Basic School Construction Program.

CATEGORY	COSTS
117 projects in the 1965-1966 approved School Building Program	$379.8 million
183 projects in the 1966-1972 Long Range Building Program	594.4 million
Equipment and furniture for the 333 projects proposed and/or under construction	104.0 million
Surveys and borings for 300 new projects	12.8 million
Architectural and engineering costs for 300 new projects	75.0 million
Site acquisition costs for 300 new projects	150.0 million
Proposed additional modernizations, playgrounds, etc.	300.0 million
Total	$1,616.0 million

2. Additional Space for Relief of High School Pupils on Special Schedules

The proposed Five-Year Basic School Construction Program will provide for the elimination of special schedules for all elementary and junior high school students. However, at the high school level, the elimination of such special schedules of pupils reporting before 8:30 AM or remaining after 3:30 PM will require 20 new high schools at a cost of approximately $180,000,000.

3. Additional Space for Reduction in Class Size

Based on current trends, the reduction in class size by two pupils over a five-year period will require additional space at a cost of approximately $50,000,000.

4. Additional Space for Expansion of the "More Effective Schools" Program

Present findings indicate the need for a gradual, orderly and coordinated expansion of ten schools in this program each year. Therefore, 50 additional projects will be required during the five-year period. These projects would include the renovation, modernization or enlargement of existing buildings as well as the construction of new schools. An expenditure of approximately $100,000,000 will be required for this purpose.

5. Additional Space for Expansion of Pre-Kindergarten Program

At the present time, there are over 300,000 three-and four-year-old children in New York City. A quality education program for children of this age should provide for full-day instruction in classes of not more than 15. To make space available for even one-fourth of these 300,000 children will require 5,000 more classrooms at an estimated cost of $150,000,000.

6. Additional Space for the Expansion of Guidance and Auxiliary Services in All Schools

The current trend toward the expansion of guidance services, special teaching positions, lunchroom assistants, school aides, etc. requires additional space in school buildings. To provide a minimum of three additional spaces in each of the 300 new buildings in this program would require an expenditure of $34,000,000 over and above the indicated cost of the Five-Year Basic School Construction Program.

Significant Considerations in the Implementation of the Proposed Five-Year School Construction Crash Program

1. The Proposed Five-Year Basic School Construction Program described above can be readily adjusted to conform with integration policies developed by the Board of Education.

2. The proposal to construct 300 buildings in the next five years is feasible. Present bidding experience on new projects indicates an increasing number of bidders on the general construction and mechanical trades contracts. The labor market in New York City is encountering a surplus of both skilled and unskilled workers resulting from the completion of the World's Fair and a general tapering-off in other construction activities.

3. The inclusion of architectural supervision of construction in future design contracts would eliminate the necessity for expanding the Bureau of Construction, particularly in the inspectional area. The inclusion of the architects' supervision of construction will add approximately 2% to the construction costs.

4. The design problem of this program may be handled by more extensive use of private architects, permitting the Office of School Buildings personnel to concentrate on other aspects of the building program. Additional demands on the Office of School Planning and Research to review integration implications, programs of requirements, sketch studies and preliminary plans will require an increase in personnel.

5. Problems of site selection approval, tenant relocation and demolition will also require additional personnel in the Office of School Planning and Research and will require very close coordination with the various city agencies.

SUMMARY OF CONSTRUCTION COSTS

Five-year Basic School Construction Program	$1,616,000,000
Additional Space for Relief of High School Pupils on Special Schedules	180,000,000
Additional Space for Reduction in Class Size	50,000,000
Additional Space for Expansion of the "More Effective Schools" Program	100,000,000
Additional Space for the Expansion of Pre-Kindergarten Programs	150,000,000
Additional Space for Expansion of Guidance and Auxiliary Services	34,000,000
TOTAL	$2,130,000,000
Estimated City Contribution	$ 900,000,000
Additional Federal Funds Required	1,230,000,000

B. Parallel Expansion in Operating Expense Budget

Provision must be made for a parallel expansion of personnel and other services required to staff and maintain these new schools and to provide the kind of education so urgently needed in the City of New York to meet its many and unique problems, especially those created by the vast migration of culturally disadvantaged citizens from other parts of the United States.

The categories of needs are as follows:

1. Debt Service.

2. Increase in Administrative and Custodial Services for New Buildings.

3. Increase in Personnel to Reduce Class Size.

4. Increase in Personnel and Services to Provide for Aggregate Enrollment at Increasing Per Capita Costs.

1. Debt Service

The Debt Service incident to the construction program has been increasing steadily over the past ten years. As a result of the accelerated building program currently in progress it is likely that the Debt Service appropriation by the City for the 1969-1970 Expense Budget will reach $130,000,000. The five-year average for this Debt Service charge would then be approximately $115,000,000 per year and $575,000,000 for the five-year period.

2. Increase in Administrative and Custodial Services for New Buildings

The completion of the 300 new projects will ad $31,000,000 a year to the fixed overhead expenses. Since the structures would be completed over the five-year period, the average cost per year would be $16,500,000 over a five-year period, or a total of $82,500,000 for the five years. Since only 40% of the structures are for added capacity (60% for replacement of old buildings) the actual increase for overhead would be $33,000,000 for the five-year period.

3. Increase in Personnel to Reduce Class Size

During the course of the five-year period the school population is expected to rise from 1,045,000 pupils to approximately 1,100,000. To reduce average class size by two pupils will require approximately 4,000 additional classroom teachers. Since this program will be gradual in its implementation, the total cost over the five years is estimated at $80,000,000.

4. Increase in Personnel and Services to Provide for Aggregate Enrollment at Increasing Per Capita Costs

Estimates indicate that the average pupil population in New York City over the next five years will be approximately 1,085,000 pupils. The rising trend of per capita educational cost in New York City indicates that at the present rate of increase this cost will be approximately $1,200 by the 1969-1970 school year. The five-year average will therefore be approximately $980 per student. Over the five-year period the school system will therefore require an aggregate amount of $5,310,000,000. Substantial increases in personnel will be required to eliminate short time instruction and special time schedules in high schools and to improve guidance and auxiliary services. These costs and others involved in improving the quality of education would be met within this higher per capita estimate.

SUMMARY OF COSTS IN OPERATING EXPENSE BUDGET

A. Resulting from Construction Crash Program		
1. Increased debt service	$ 575,000,000	
2. Increased administrative and custodial services for new buildings	33,000,000	
		$ 608,000,000
B. Educational Program		
1. Increase in personnel to reduce class size	$ 80,000,000	
2. Increase in personnel and services to provide for aggregate enrollment at increasing per capita costs.	$5,310,000,000	
		$5,390,000,000
Aggregate Total Five-Year Operating Expense Budget		$5,998,000,000

AGGREGATE FIVE-YEAR ESTIMATE OF SOURCES TO MEET OPERATING EXPENSE BUDGET

(This projection is based on contribution trends of past ten years)

1. City Contribution	$3,828,000,000
2. State School Aid	1,900,000,000
3. Additional Federal Funds Required	270,000,000
	$5,998,000,000

* * * * * * * * *

TOTAL FEDERAL GRANT NEEDED FOR FIVE-YEAR CRASH PROGRAM FOR QUALITY EDUCATION

To meet proposed five-year construction program	$1,230,000,000
To meet proposed associated five-year Operating Expense Budget	270,000,000
TOTAL	$1,500,000,000

POPULATION CHANGES

NET MIGRATION BY RACE AND ETHNIC GROUP
NEW YORK CITY AND BOROUGHS, 1950-1960

	Population April 1, 1960	1950	Decade Change Number	Decade Change Per Cent	Births	Deaths	Natural Increase	Net Migration 1950-1960
New York City	7,781,984	7,891,957	—109,973	—1.4	1,520,824	773,811	747,013	—856,986
White	6,052,959	6,889,766	—836,807	—12.9	1,081,578	679,647	401,931	—1,238,738
Nonwhite	1,116,451	755,885	+360,566	+47.7	270,284	82,219	188,065	+172,501
Puerto Rican	612,574	246,306	+366,268	+148.7	168,962	11,945	157,017	+209,251
The Bronx	1,424,815	1,451,277	—26,462	—1.8	264,214	135,115	129,099	—155,561
White	1,075,329	1,292,623	—217,294	—16.8	184,265	122,269	61,996	—279,290
Nonwhite	162,601	96,730	+65,871	+68.1	37,496	9,186	28,310	+37,561
Puerto Rican	186,885	61,924	+124,961	+201.8	42,453	3,660	38,793	+86,168
Brooklyn	2,627,319	2,738,175	—110,856	—4.0	543,460	259,105	284,335	—395,211
White	2,071,312	2,487,306	—415,994	—16.7	401,946	234,110	167,836	—583,830
Nonwhite	375,893	210,570	+165,323	+78.5	98,302	22,703	75,599	+89,724
Puerto Rican	180,114	40,299	+139,815	+346.9	43,212	2,292	40,920	+98,895
Manhattan	1,698,281	1,960,101	—261,820	—13.4	337,049	212,697	124,352	—386,172
White	1,058,589	1,431,895	—373,306	—26.1	154,205	164,419	—10,214	—363,092
Nonwhite	414,053	389,699	+24,354	+6.2	102,496	42,533	59,963	—35,609
Puerto Rican	225,639	138,507	+87,132	+62.9	80,348	5,745	74,603	+12,529
Queens	1,809,578	1,550,849	+258,729	+16.7	333,665	146,706	186,959	+71,770
White	1,638,389	1,492,666	+145,723	+9.8	301,081	139,371	161,710	—15,987
Nonwhite	153,757	53,347	+100,410	+188.2	29,819	7,115	22,704	+77,706
Puerto Rican	17,432	4,836	+12,596	+260.4	2,765	220	2,545	+10,051
Richmond	221,991	191,555	+30,436	+15.9	42,436	20,188	22,248	+8,188
White	209,340	185,276	+24,064	+13.0	40,081	19,478	20,603	+3,461
Nonwhite	10,147	5,539	+4,608	+83.2	2,171	682	1,489	+3,119
Puerto Rican	2,504	740	+1,764	+238.4	184	28	156	+1,608

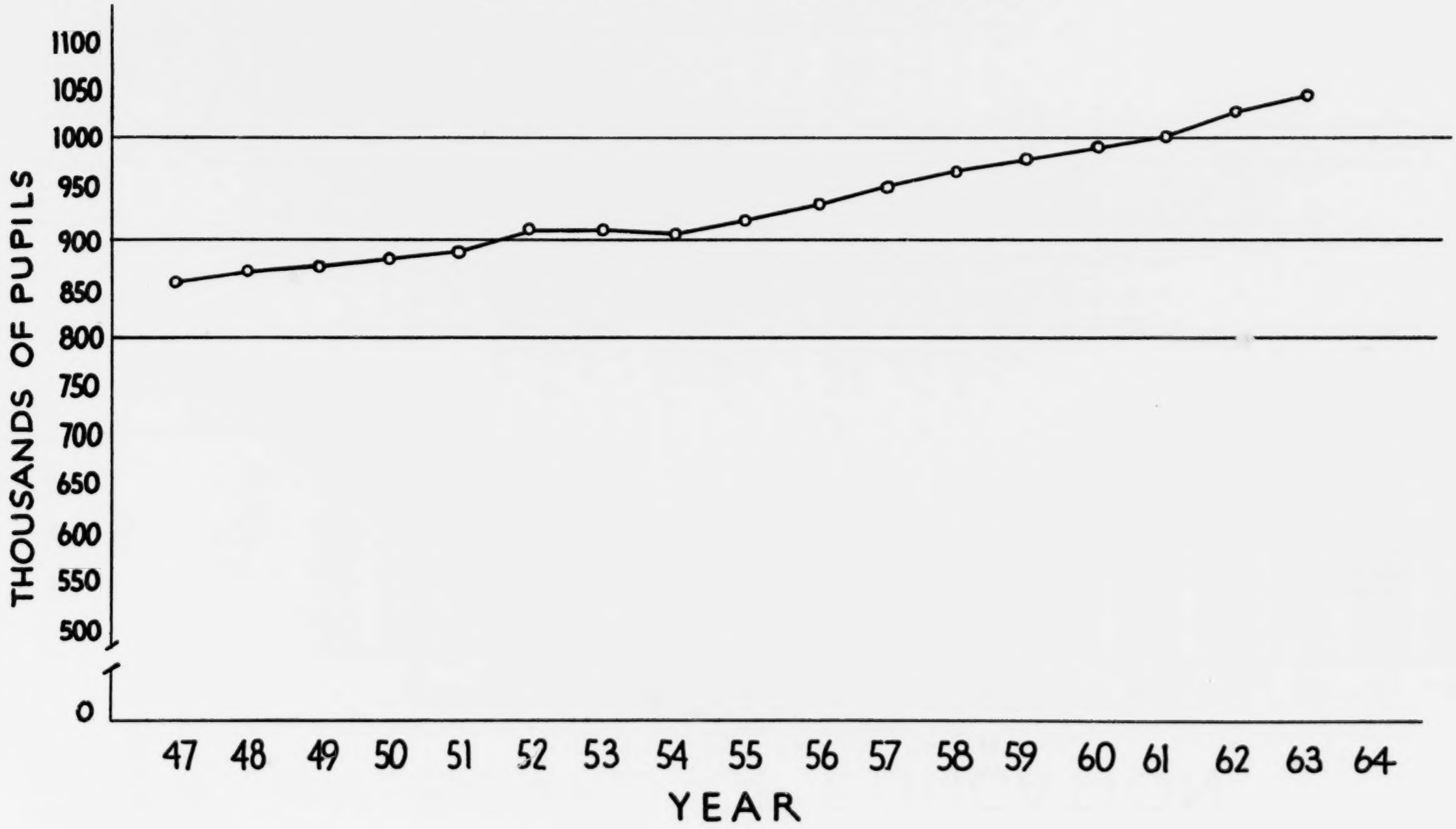
Source: Department of City Planning Newsletter, Oct. 1962. Based on 1950 Census of Population, 1960 Census of Population and Department of Health data.

Analysis of Public School Pupil Admissions by Places of Former Residence*

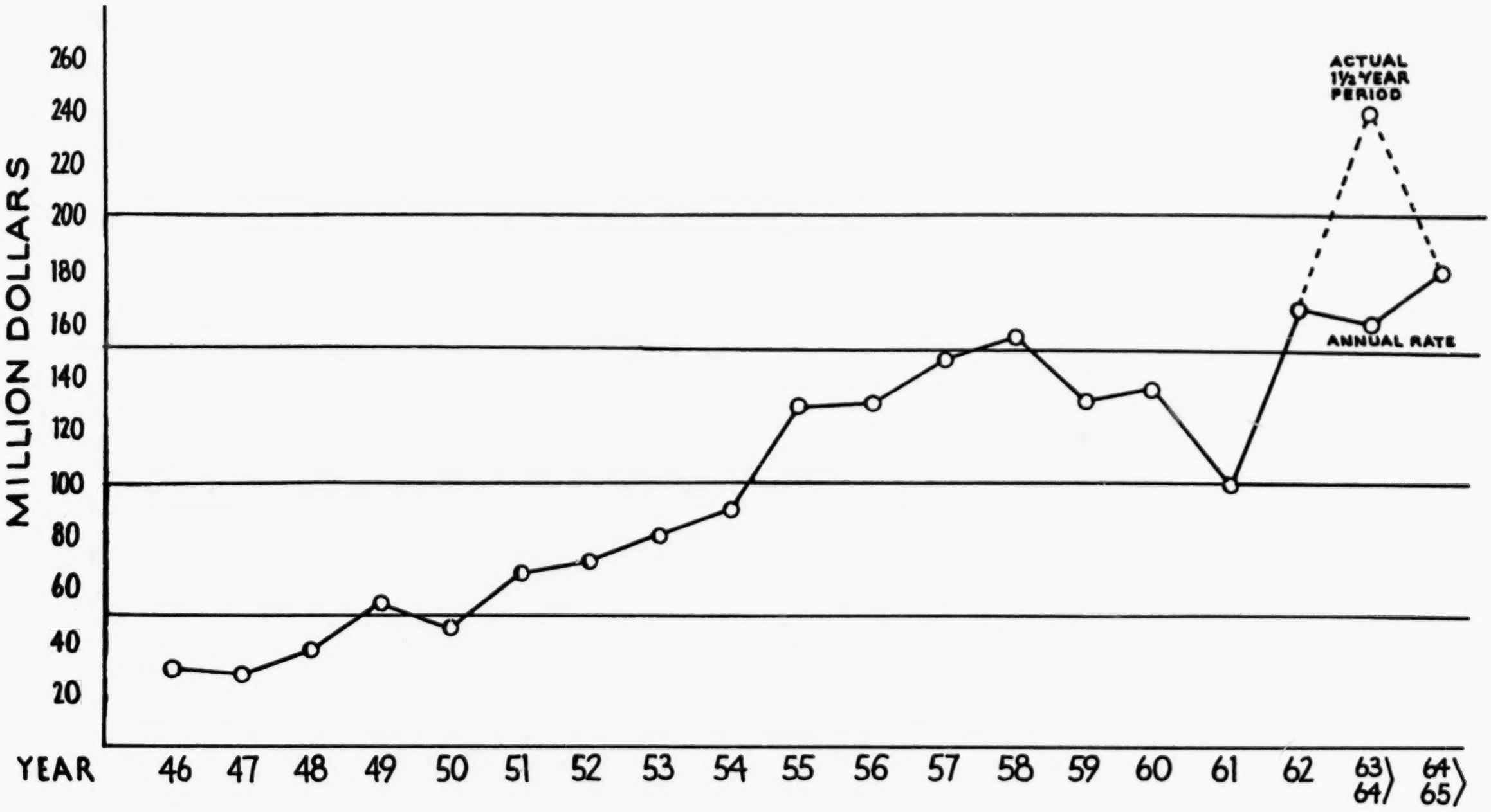
Former Residence	1962-63
New York State Communities	5,385
New England	1,122
New Jersey, Pennsylvania, Delaware, Maryland Virginia and West Virginia	4,765
North Carolina, South Carolina, Georgia and Florida	6,092
Puerto Rico and West Indies	11,173
Other States	4,703
Countries of Europe	2,366
Other Foreign Countries	3,884
Total	39,490

*These new entrants to the schools are pupils of families who have moved into the city within the year.

BOARD OF EDUCATION
CITY OF NEW YORK
TOTAL PUPIL ENROLLMENT

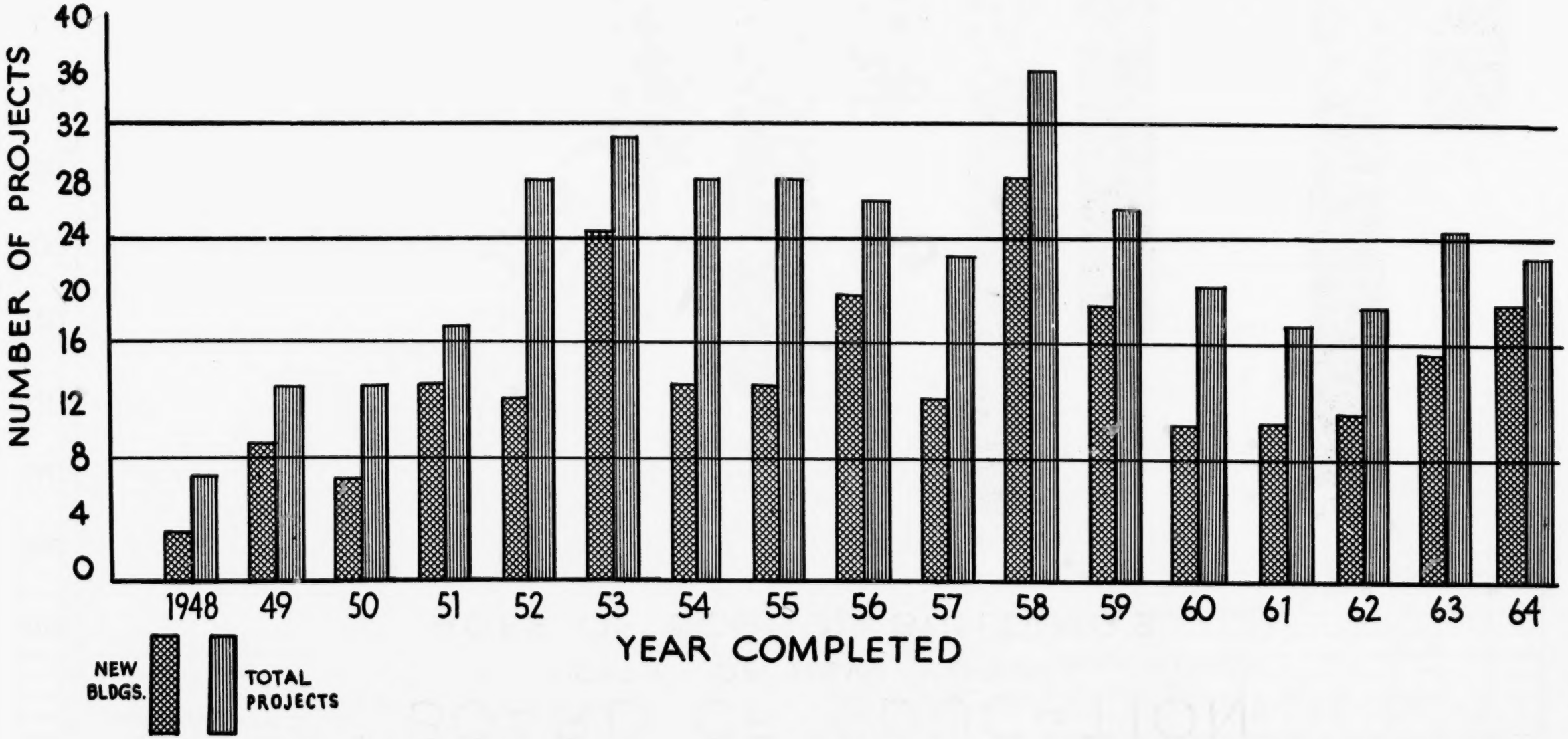


BOARD OF EDUCATION
CITY OF NEW YORK
CAPITAL BUDGET ALLOCATIONS



BOARD OF EDUCATION
CITY OF NEW YORK

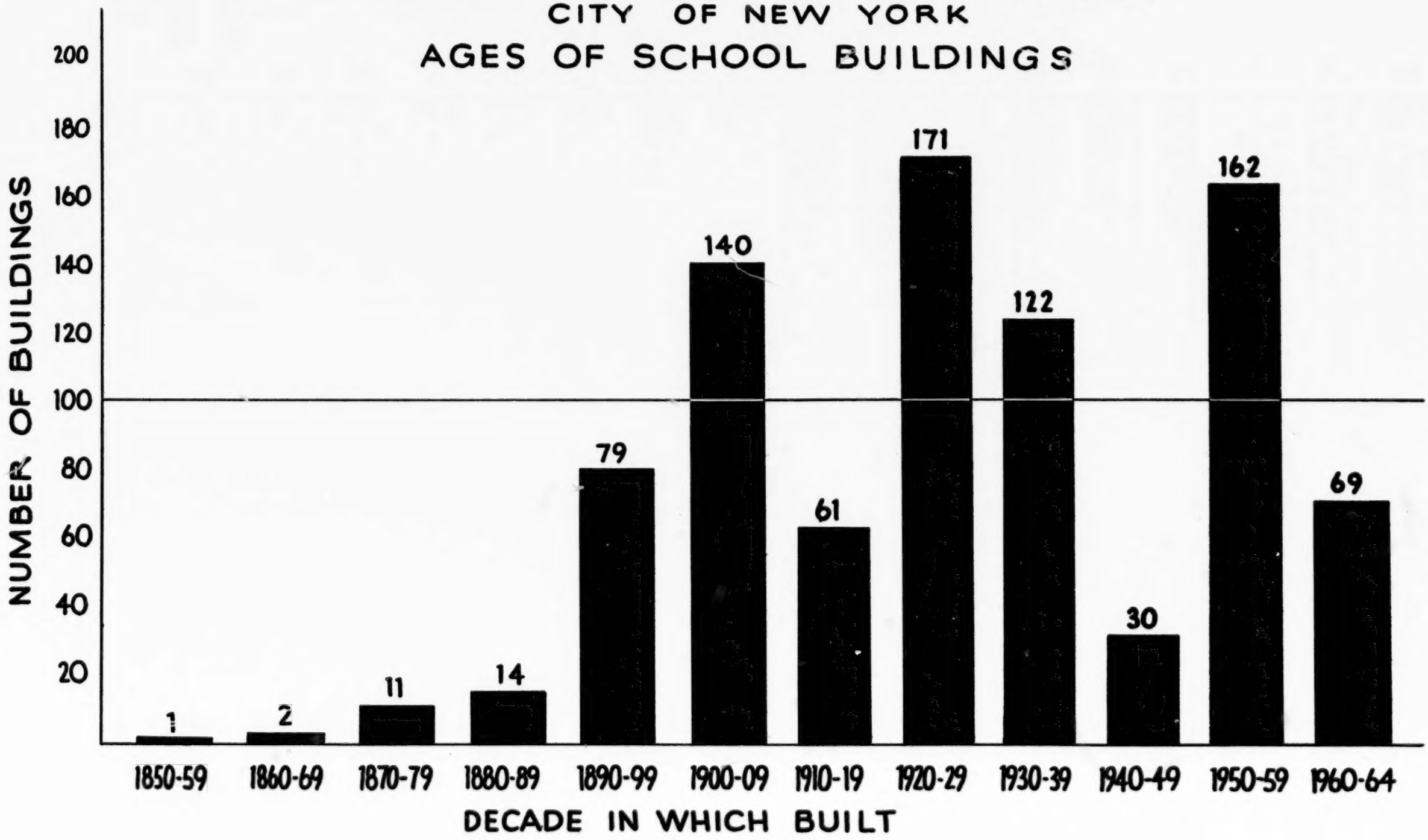
SCHOOL BUILDING CONSTRUCTION PROJECTS (*New Buildings and Major Modernizations*)
Number of Projects Completed Each Year 1948 -1964



BOARD OF EDUCATION

CITY OF NEW YORK

AGES OF SCHOOL BUILDINGS



BOARD OF EDUCATION OF THE CITY OF NEW YORK

APPROPRIATIONS FOR THE OPERATING BUDGET & CITY & STATE-FEDERAL FUNDS FOR THE THIRTY YEAR PERIOD 1940-41 TO 1969-70

% OF TOTAL	65.2	65.4	66.0	66.4	66.8	66.1	68.4	69.7	67.8	62.6	60.6	62.6	65.5	67.3	66.0	67.5	61.0	62.6	59.0	61.1	66.6	68.1	64.0	67.4	69.9					
	34.8	34.6	34.0	33.6	33.2	33.9	31.6	30.3	32.2	37.4	39.4	37.4	34.5	32.7	34.0	32.5	39.0	37.4	41.0	38.9	33.4	31.9	36.0	32.6	30.1					
MILLION $	1940-41	1941-42	1942-43	1943-44	1944-45	1945-46	1946-47	1947-48	1948-49	1949-50	1950-51	1951-52	1952-53	1953-54	1954-55	1955-56	1956-57	1957-58	1958-59	1959-60	1960-61	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70
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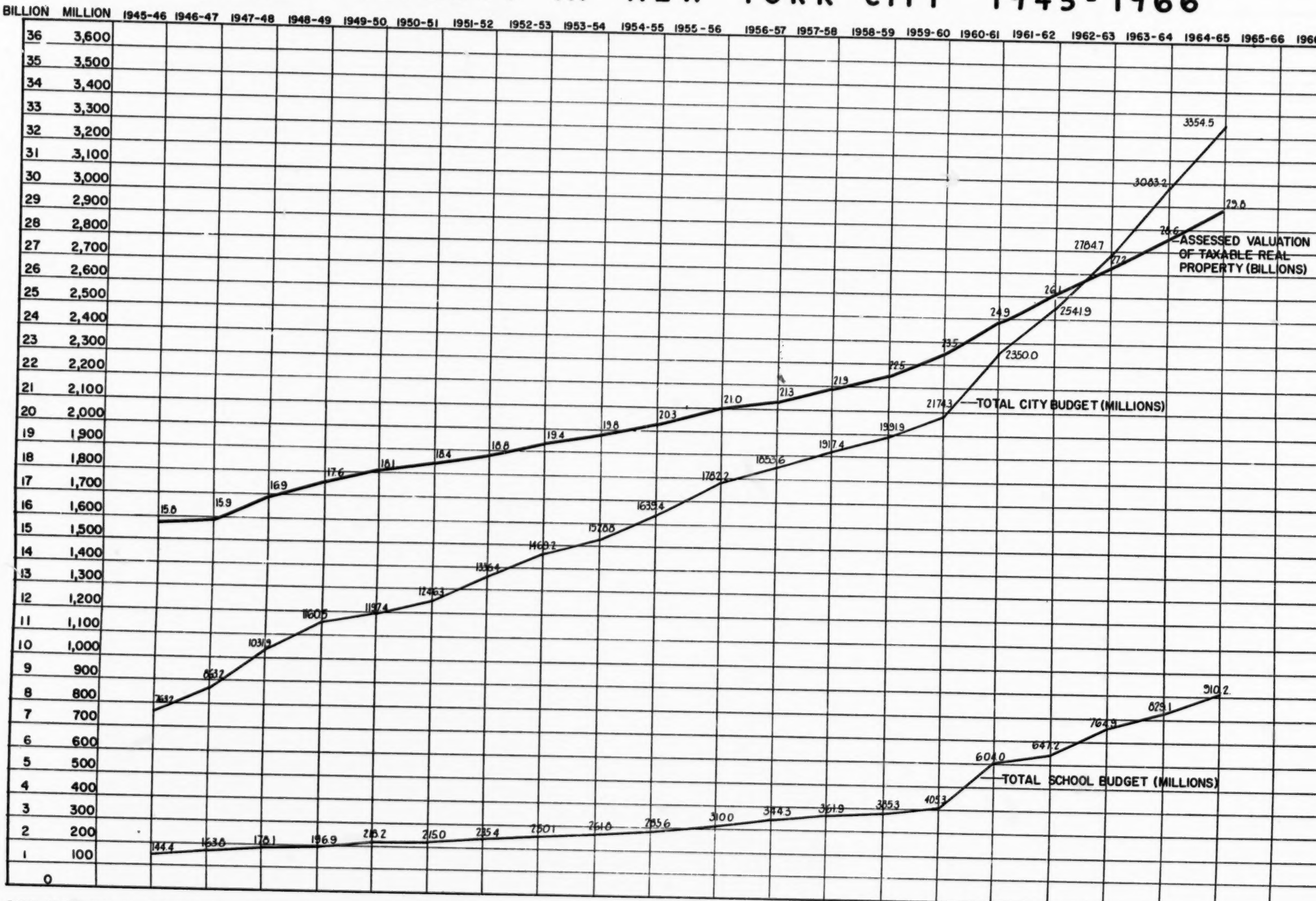
BOARD OF EDUCATION · CITY OF NEW YORK

SCHOOL, CITY BUDGET & ASSESSED VALUATION OF TAXABLE REAL PROPERTY IN NEW YORK CITY 1945-1966



DATA PREPARED BY: OFFICE OF BUSINESS AFFAIRS